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ABSTRACT

This report describes the nature and scope of further education and industrial training in England and Wales. Examined in a discussion of the United Kingdom educational system are funding, the relationship between school and government, school inspections, and curriculum and research bodies. The next section is devoted to changes that have occurred in public and private elementary and secondary education in the United Kingdom between the years 1966 and 1976. Covered in the remaining seven chapters of the report are further education, further education examinations, industrial training, the Further Education Unit (FEU), the university system, adult education, and teacher qualifications. Appendixes to the report include a discussion of further education and industrial training in Wales, an outline of procedures for decision making at three levels, enrollment statistics, a glossary, and a bibliography. (MN)

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Further education and industrial training in England and Wales

By Russ Russell,
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Foreword

An earlier version of this paper was prepared as a brief for a group of German experts in technical education who investigated the further education system of England and Wales in 1979. It was published as No 3 in our series of Comparative Papers in Further Education under the title **The FE system of England and Wales.**

This concise report obviously filled a gap in information available about our complex system of further and higher education. It quickly became a Coombe Lodge 'best seller'. But dramatic changes have taken place in FE since the original paper was written - particularly in the area of industrial training - so Russ Russell has prepared a new report. He has incorporated suggestions for improvement which arose from its original use and has improved and updated material which appeared in the earlier version and is still relevant today. Much of the material here is new, including the bibliography and address list. We believe that this paper will be useful to anyone - from the UK or elsewhere - who needs a basic introduction to further education and industrial training in England and Wales.

We are grateful to Penguin Books for their permission to use the material on Education Decision Making at Three Levels which appears as Appendix B.

January 1984

Introduction

The traditions which underpin vocational education and training in England and Wales can be summed up as four interlocking principles which will be explored throughout this paper. These principles are:

1. Minimum central government interference, control or regulation.
2. Provision is, wherever possible, through some form of partnership, co-operation or consensus.
3. The system is voluntary for all participants.
4. For the individual student the system of education should be open and provide varied opportunities throughout life.

Colleges, for example, are provided by local authorities which receive most of their funds from central government. They are governed by committees which must include local (political) nominees, teachers and representatives of industry. Examinations (which, in effect, determine syllabuses) are provided by examination bodies, some of which are established by central government, and governed by independent councils of teachers, representatives of local authorities and industry. These examinations are open to all but no one has to take them unless they think the certificate arising from the 'pass' will be useful.

The system is rapidly changing as a result of the present Government's policy and response to the decline in employment and the consequent collapse both of youth employment and voluntary training in industry. The older pattern of provision was for a systematic training in industry to be partnered by voluntary day-release to colleges for vocational further education which usually included some skill development. This was regarded as the 'normal' pattern although colleges usually provided some sort of full time college-based alternative. In some trade areas, such as secretarial or catering skills, the full time route was more common. This system reached a peak in the late 1960s when more than 38 per cent of young workers were being released by employers to FE. This has now declined to less than 10 per cent and new

measures are being developed. A new pattern of government sponsored training seems to be emerging but its final character is still unclear.

I : The United Kingdom educational system

There is no single educational system in the United Kingdom. Scotland, Northern Ireland, Jersey, Guernsey and the Isle of Man each has its own system, while England and Wales have closely related systems. Responsibility at a national level is distributed as shown in Diagram I (page 6). The pattern of relationships is not a constitutional one, but is determined by Parliament. No one doubts the sovereignty of the Parliament at Westminster which has chosen to undertake its responsibility indirectly through a system of local or specific partners.

For the administration of schools and for further education the national body responsible works with a local partner or local education authority (LEA). The current legal basis of the system was established by the Education Act of 1944 which, although modified almost annually by further Acts, remains the basis of the system. In law the Secretary of State for Education and Science (or Wales, or Scotland) has only very limited power of promotion, oversight and of monitoring progress. The Department of Education and Science (DES) is a small one, less than 3,000 staff, when compared to other departments of central government, reflecting its lack of detailed executive functions. It is concerned with policy formation, the broad allocation of resources, and controlling the rate of building. It does not establish curricula for schools; it does not run schools or colleges; it does not employ teachers and it does not conduct examinations.

FUNDING

Schools and colleges are run by LEAs (1). There are 104 local authorities in England and Wales. These are all (with the exception of the Inner London Education Authority - ILEA) multi-purpose local authorities which also supply a wide range of other services such as fire brigades, parks, libraries, roads, refuse collection, housing etc. They levy local taxes or 'rates' (2). These rates are not sufficient for local needs and are supplemented by a Block Grant from central Government to each local authority. These grants amount to about 60 per cent of local authority expenditure. The block grant is determined and paid annually to local authorities by the Department of the Environment as the government's contribution to the cost of local services. The system is intended to secure an equitable distribution of financial support, reflecting the variety of local needs and local resources. The grant is a payment in aid of each authority's

Diagram I

OVERALL RESPONSIBILITY FOR EDUCATION IN THE UNITED KINGDOM

	England	Wales*	Scotland	Northern Ireland	Jersey Guernsey Isle of Man
Universities	Department of Education and Science (DES) (and University Grants Commission)				Do not exist
Further Education	DES	Welsh Office	Scottish Office	Department of Education Northern Ireland	Local determination
Schools	DES	Welsh Office	Scottish Office	Department of Education Northern Ireland	Local determination
Industrial Training	Manpower Services Commission on behalf of Depart- ment of Employment	MSC Committee for Wales (on behalf of Welsh) Office	MSC Committee for Scotland (on behalf of Scottish Office)	Department of Economic Development	Local determination

* See also Appendix A

whole. No part of it is specifically earmarked for education or any other particular service, but the DES takes part in annual negotiations leading up to the central decisions. The DES submission becomes public and is the main basis of central government advice to the LEAs for annual spending targets on education. Some statistics appear in Appendix C (page 46).

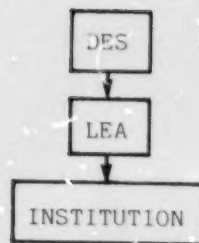
In recent years a major change in central government policy has resulted in various devices designed to limit the effective power of individual LEAs to raise revenue from 'rates' by threats of penalty to future Block Grants. This has been done primarily to control local spending and taxation as an instrument of control in overall economic policy. Local variations in spending have caused increasing concern. Although there are frequent proposals from educationalists (and others) to replace the Block Grant with specific grants, no such proposals are being considered by Parliament at present.

SCHOOL AND COLLEGE GOVERNMENT

Most decisions regarding education are, in law, the responsibility of the LEA, the competent authority. In practice LEAs follow much of the advice of central government. They are also faced with a strong tradition of decentralisation to the teaching institutions. This tradition began in the period 1870 to 1914 when local authorities were building schools to supplement the large number of existing church owned and run schools. The churches still own schools which are largely incorporated into the local authority system as 'aided' or 'maintained' schools receiving nearly all their funds from the LEAs.

Every school has a local and individual board of governors who have certain responsibilities for the curriculum and management of the school. Colleges of further education (see Part III, page 20) also have independent boards of governors established as a result of the Education (No.2) Act of 1968 and the Circular letter 7/70 (3) issued by the Secretary of State as a consequence of the Act. Circular 7/70 further required that all large colleges establish an 'academic board' composed of academic staff of the college to determine academic policy, and that smaller colleges should have consultative mechanisms to advise the governors on academic policy.

The overall problem of the development and implementation of policy is thus one of taking decisions at one level and passing them down for further detailing (as shown in the diagram at the top of the following page).



Some details of this are set out in Appendix B on page 42.

There are, however, other vital parts to the system. Both the DES and the LEAs have established powerful, but fairly independent bodies to influence the system. Both have, for example, their own system of Inspectors.

HER MAJESTY'S INSPECTORS

Her Majesty's Inspectors (HMI) are organisationally distinct from the DES. Once appointed (by the Inspectorate themselves) they cannot be dismissed or transferred to the DES or other duties. The primary function of HM Inspectorate is to give professional advice to the DES and to report to the Secretary of State on the education provided in schools and colleges, excluding universities. All schools of whatever kind - whether public or private - are open to inspection, as are colleges maintained from public funds. HM Inspectors also offer advice to local education authorities, schools and colleges, and discuss day-to-day problems with them.

The Inspectorate provides a focus for thinking on educational development, conducts short courses for serving teachers (as part of a programme of in-service training) and prepares survey reports, advisory booklets and discussion papers on a wide range of topics. HMIs enjoy a marked degree of professional freedom. Their reports have only recently been made public.

CURRICULUM AND RESEARCH BODIES

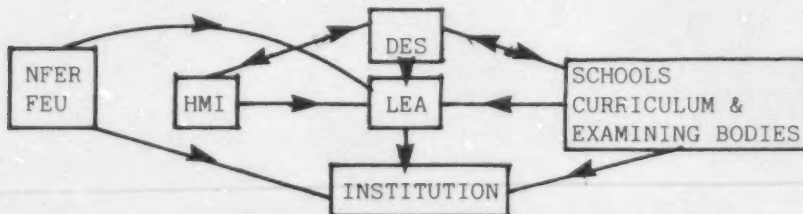
The Schools Council for Curriculum and Examinations was an independent body established by the Secretary of State for Education and Science to undertake research and development work in curriculum, teaching methods and examinations. It also monitored and approved schemes for school examinations. The advice it gave was not always received with enthusiasm. It is now in the process of being wound-up and replaced by two separate councils which will advise the Secretary of State on curriculum and school examinations. These Councils are small, directly appointed by the Secretary of State, and not representative appointments as in the old Schools Council. The reports and publications of the Schools Council and the small number of its projects that will survive will continue to influence schools for some time to come. The new councils have at the time of writing hardly started to function.

The National Foundation for Educational Research (NFER) in England and Wales, established in 1946, is an independent research institute whose membership is widely representative of educational bodies, including the LEAs and teachers' organisations. It investigates educational problems in England and Wales and collaborates on a national and international basis with other educational research bodies. It also acts as an information and advisory body to its members. Its income is mainly derived from members' subscriptions and from commissions, and from central and local government grants.

The Further Education Unit (FEU) was established as the Further Education Curriculum Review and Development Unit in 1977. It has a large influence on the development of new curricula for further education. The FEU is described in Section VI on page 33.

Finally, the Secretary of State for Education and Science exerts a hidden power by the establishment and definitions of types and levels of school examinations, and by the establishment and definitions of the activities of examining bodies for schools and for much of further education. These examining bodies are independent in their operations and definitions of what they examine, but they are central to an understanding of what would otherwise be a very diffuse system. There is a strong tendency to define all 14+ education as a course of study leading to this or that certificate issued by a national examining body.

The simple model of the system on page 8 can be replaced by this model which represents other agencies established to influence the teaching institutions.



II : The schools

The exact pattern of provision of schools is the responsibility of the LEA although it must submit its plans for secondary education to the Secretary of State. Secondary education is defined as that commencing in the next academic year after a child reaches its 11th birthday. The difficulty in describing the English system is that there are variations from one LEA to another. For convenience I will begin by describing the system as it existed after the 1944 Education Act - the base from which systems have changed or are changing.

All children started school in the year in which they were five and attended primary school until they were 11. Primary education is sometimes divided into two separate schools, infant and junior, but most primary schools contain infant and junior sections. At 11 all pupils went to a secondary school on the basis of selection tests, the most able (about 25 per cent) to grammar schools (4), and the remainder to modern schools (5). The school leaving age was 15 until 1972, but by that time over 60 per cent of modern school pupils and virtually all grammar school pupils stayed on to 16. The minimum school leaving age was raised to 16 in 1974, although pupils can stay on voluntarily for up to three years longer.

RECENT CHANGES: 1966-1976

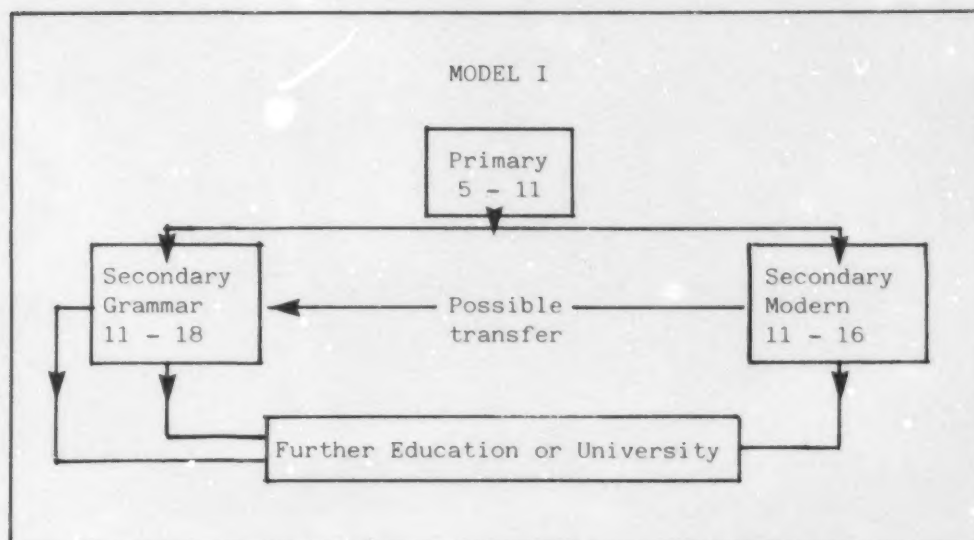
The pattern of each LEA has emerged as a result of two forces for change:

- (a) for 'comprehensive secondary schools' and
- (b) for new 'middle' schools.

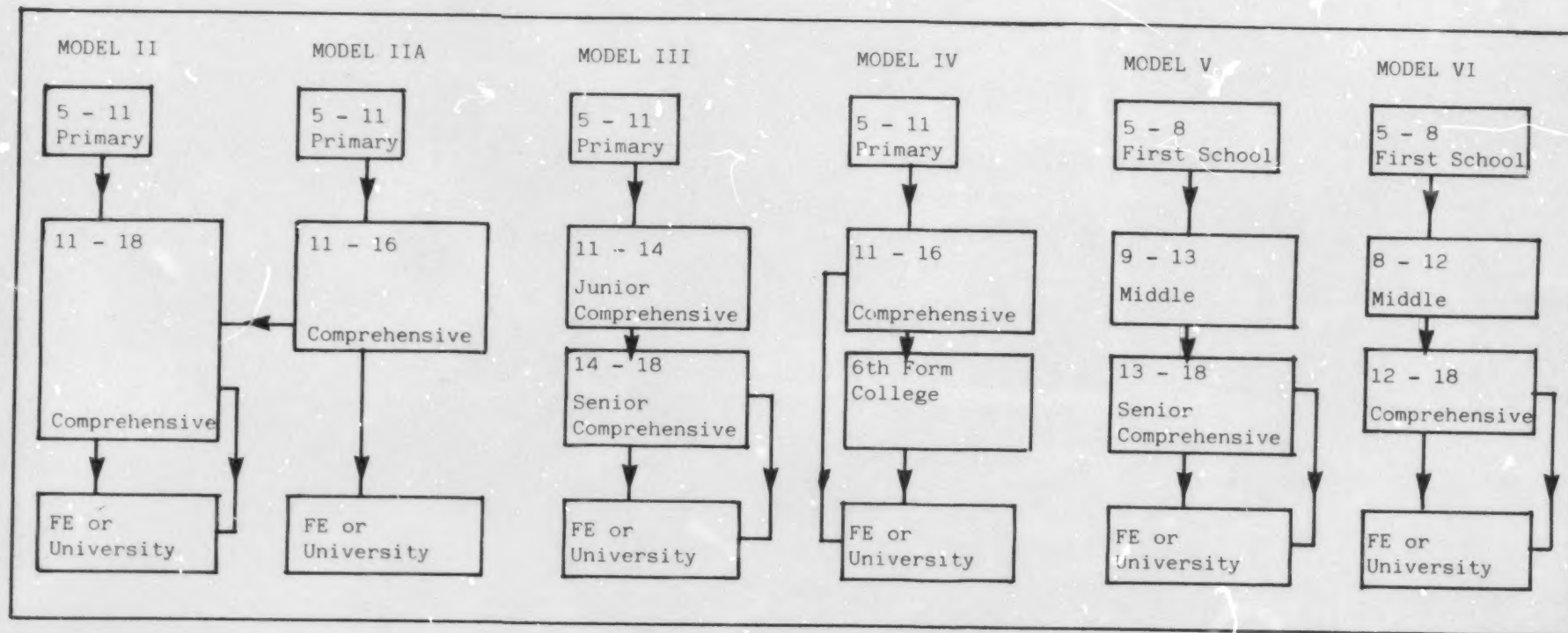
In 1965 the Labour Government decided that dividing pupils between two kinds of institutions at 11 was educationally unsatisfactory and asked all LEAs to introduce comprehensive schools which would provide for all abilities and aptitudes in a single secondary school. LEAs could decide how they would do this so several varieties have been implemented. Conservative Governments of 1970-1974 and 1979 to date slowed the process down by announcing that LEAs no longer had to 'go comprehensive'. Nevertheless the process has been largely completed in most of England and Wales.

A 1967 Government report on primary education (The Plowdon Report) suggested a new kind of four-year school, the middle school, between primary and secondary schools. The report proposed two other options: an 8-12 school or a 9-13 school. Not all LEAs have decided to establish middle schools, both for financial and educational reasons. Some LEAs found when they introduced comprehensive secondary schools that their existing buildings could be used more effectively with a middle school system.

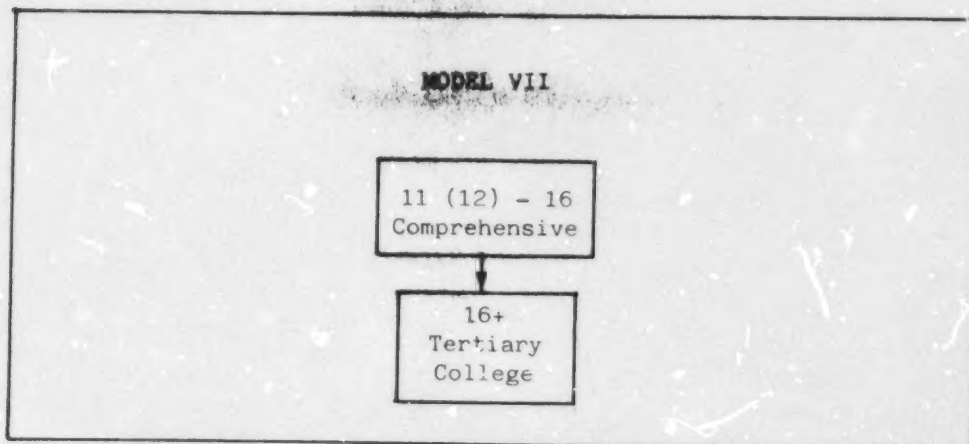
Thus we now have some areas which still use the basic model of 1944.



Other LEAs have chosen a variety of systems as indicated in the models shown on page 12.



In all cases given on page 12 students can transfer at 16 to a further education college, but a further variant exists where all such students have to transfer to a tertiary college.



It is not necessary that a local authority should use only one model. In various parts of the county of Somerset, for example, can be found Models II, IIA, VI or VII. As pupil numbers fall during the 1980s it is becoming very difficult to maintain a system based on Model II because the number of pupils in the sixth and seventh years becomes too small. Many local authorities, particularly those in inner cities, are moving to Model IV or Model VII.

PRIVATE SCHOOLS

Private education exists at all levels. At secondary level it provides for only about five per cent of those of appropriate school age, but the social significance of the existence of such schools is considerable. There are three main types:

- (a) Independent old charitable foundations taking pupils into residence (boarding schools);
- (b) Independent old charitable foundations taking 'day pupils' - these previously received 'Direct Grants' from central government in exchange for free places to the LEAs. This grant has ceased but many still offer places to LEAs and low-cost places to parents who wish to enter their children for competitive entrance examinations.
- (c) Independent schools privately owned and run - these may have 'boarding' pupils or day pupils.

The first two categories are academically and socially very prestigious. They account for only about two per cent of the age group but have provided up to 50 per cent of the Members of

Parliament, the senior civil service, and the judiciary. It is the policy of the current Conservative Government to encourage LEA co-operation with these schools in a variety of ways. (6)

SCHOOL EXAMINATIONS

The names and levels of the schools examinations are determined by the Secretary of State who also authorises examining boards to conduct exams on his behalf. The syllabuses to be examined and the examining techniques are determined by the boards themselves. All the examinations referred to below are single-subject examinations, that is, candidates may take as many or as few as they like, in whatever combination. (7)

The examinations for the General Certificate of Education (GCE) were established in 1951 and are open to candidates of all ages, whether or not they are registered as pupils or students of any establishment. They are awarded by eight separate examining boards, seven of which are connected to universities. The eighth, the Associated Examining Board (AEB), was established by the City & Guilds of London Institute and has close links with further education. Subjects are offered at Ordinary Level ('O' level), normally taken at 16; and Advanced Level ('A' level) normally taken at 18. 'O' level candidates are awarded one of five grades (A to E) or are ungraded in each subject. Grade E is the lowest level of attainment judged by the board to be of sufficient standard to be recorded. 'A' level candidates may receive one of five 'pass' grades (A to E) or be eligible for 'O' level grade, or be failed. In practice employers, universities and further education tend to regard grades A - C of the 'O' level as satisfactory (i.e. 'pass'). The minimum requirements for entry to various forms of higher education are expressed in terms of performance in the GCE examinations which are also accepted by a large number of professional bodies as equivalent to their preliminary examinations.

GCE examinations are regarded by many as the normal examinations for the 'better' school pupils. It is in terms of success in these that entry to university or other higher education is defined. The minimum requirement for university entrance is generally five successes in GCE, two of which are at 'A' level. In reality, competition for entry to university (determined by each university) raises standards to six to eight successes, three of which are good 'A' level grades.

The variety of subjects offered by the boards is immense. The AEB, for example, offers 136 subject examinations at 'O' level and 75 at 'A' level. Each school may enter candidates for any of the GCE boards; many schools enter for two or three different boards in order to obtain desired subject-specific syllabuses.

The Certificate of Secondary Education (CSE) was introduced in 1965. It is intended for average ability pupils of about 16. The examination is open to pupils who have completed five years of secondary education: any number of subjects can be taken. Pupils are awarded one of five grades, or are ungraded, in each subject they take. Grade I represents a standard of performance in the range covered by grades A, B and C of GCE 'O' level. Control of the educational aspects of the examination is in the hands of serving teachers on 14 regional examining boards. Schools may enter candidates only for their local examining board.

Many school pupils take GCE 'O' level for some subjects and CSE for others. Some candidates enter both for the same subject.

Since 1965 both GCE and CSE have been available in three Modes:

MODE I : The syllabus is centrally set and centrally examined.

MODE II : The syllabus is locally devised, centrally approved, and centrally examined.

MODE III: The syllabus is locally devised, centrally approved, locally examined and the results approved by the Central Board.

In additional Mode I the examination scripts are marked by the central examining boards (in practice a small number of experienced teachers are hired to do the work in their spare time).

'Mode IIIs' and mixed mode schemes are growing in popularity in schools, but are regarded with some suspicion by traditionalists.

The Schools Council had some responsibility for oversight of these examinations but in practice delegated the 16+ examinations to the boards. Nevertheless each 'A' level scheme was approved by an appropriate committee of the Schools Council. The new arrangements are that the new Secondary Examination Council is responsible for recommending all new 'O' and 'A' levels examinations to the Secretary of State for approval.

In October 1978 the then Secretary of State decided to replace the two 16+ systems with a new single system. Much work has been done by the four proposed groups of examining boards for England, and that for Wales, in designing new examinations and syllabuses. The current Secretary of State has agreed that this reform should take place if general national criteria for each subject can be found which meet his requirements. His decision, supported by the Government, is unique in that it is the first attempt by a Government to intervene directly in the content of the school curriculum, other than to state that all pupils should have some religious education.

More recently the Secretary of State has agreed to a new Technical and Vocational Education Initiative - TVEI - to be run by the Manpower Services Commission (see also page 31). This is also a major direct intervention in the curriculum.

III : Further education

The term 'further education' can be used in a general sense to cover all post-school education. More commonly, when used in England and Wales, it refers to post-school education outside the universities and provided by the LEAs. This definition derives from the 1944 Education Act which gives LEAs legal powers to provide further education. Their legal powers in this field are practically unlimited.

Further education in this latter sense is highly developed and diverse. Much further education is broadly vocational in purpose but includes provision for continued general education for people of all ages as well as an alternative to the schools at 16-19, and for cultural and leisure activities. Not including some cultural and leisure activities at evening institutes, there are nearly 2,000,000 people attending further and higher education within the further education system.

Courses range from graduate level in almost every academic and technical discipline, through specialised courses for those who intend to become teachers, and for managers, technicians, and craftsmen in virtually every sector of industry, to lower-level technical and commercial courses, with courses which continue general education at all levels.(8) Study may be full time; 'sandwich', with periods (e.g. six months) of full time study in college alternating with periods of full time practical experience and training in industry; part time during the day (e.g. one day a week or full time for short periods); or in the evening only.

The very flexible system of further education permits everyone to acquire whatever standard of qualification their capabilities and available time allow. There are no upper age limits. Qualifications can be acquired for their own sake or as a step towards more advanced courses. This wide and flexible range of courses creates administrative problems and a systems which is difficult to explain or understand. Few people in England Wales understand the wide range of activities, although many know one aspect of it (e.g. engineering education below degree level) in great detail.

Most courses within colleges are organised to provide an education leading to the examinations of a national examining board. There are hundreds of these but only one or two in any one vocational

field. These are described on pages 22-27. In the end the system of further education in England and Wales is grasped by an understanding of these bodies and their definition of what students learn. These are the crucial bodies that in practice make England and Wales a single national system and not 104 separate local systems.

WIDE RANGE OF INSTITUTIONS

The wide range of further education establishments includes the polytechnics and other colleges with a variety of titles - colleges of further education, colleges of technology, technical colleges, colleges of higher education, colleges of commerce, colleges of art, agricultural colleges, evening institutes and the remaining colleges of education. The integration of teacher training into the rest of further education has resulted in some cases in the amalgamation of colleges of education with further education colleges to form new institutions of higher education.

The variety of titles derives in part from the fact that it is the responsibility of the LEA to decide how to group courses together into colleges. The traditions are for multi-technic, multi-level institutions providing for all types of study (i.e. full time, part time, evening etc.). However, as the system has grown over the last 20 years, institutions have grown, expanded, divided, merged and been replanned in such a variety of locally determined ways that it is impossible from the title of an institution to tell what goes on inside it. Visitors using a few simple questions derived from the next section can easily discover the character of an institution's work.

In spite of a general move towards equality, the English show a remarkable penchant for creating hierarchies of institutions in terms of prestige. This is no longer so obvious at school level, although outside the comprehensive school system lie the prestigious independent schools (the so-called public schools). For post-16 education, however, the institutions are not only varied in type but are by general acceptance ranked as of greater or lesser prestige. In further education there are further wide differences, not only of prestige but also of such things as the degree of local authority control, the amount of research staff, conditions of work and average levels of pay (9). The system in England and Wales has moved nowhere near the concept of the comprehensive university or college. It has been argued that we have replaced selection at the age of 11 by selection at 16 and 18.

Institutions develop or change their names or titles in efforts to indicate their activities or claim prestige. There is no legal significance in the title selected. Many colleges are named after famous engineers, local politicians, etc., or simply use place names. The choice of name is often part of a deliberate policy designed to avoid giving wrong impressions about a narrow range of work.

- (a) **Technical college** - the widest and most neutral of the terms used.
- (b) **College of further education** - often used to designate a lower level institution or one specialising in such vocations as catering, business, or art (i.e. not 'hard' technical).
- (c) **College of technology** - often indicates a higher level institution.
- (d) **Institute of higher education** - indicates that the institution has some degree courses (although the majority of its work may be lower level).
- (e) **Polytechnic** - a term applied to some institutions established in the period 1880-1910. The term also refers specifically to any one of the 30 institutions which received their designation from the DES as a polytechnic between 1965 and 1972. These new institutions were formed by merging and developing already existing respected institutions; they were designated as polytechnics to accommodate a major expansion of higher education to meet the needs of the large number of young people born between 1954 and 1964.

STUDENT ACCESS

Technical colleges and colleges of further education have always regarded themselves as open institutions offering access to educational opportunity to people of all ages - whether it be a second chance, first chance or third chance. In general they try to minimise the qualifications necessary for entry to any specific course, or they provide a course leading to the entry requirements. Full time courses are free to students under 18; the fees are quite small for others, although in practice most students normally resident in England obtain grants to help with fees. There are usually small fees for part time courses except for those under the age of 18, but young people aged 18 have no right of release from employment for further education.

Particular features of the further education service are its strong links with industry and commerce and the interest shown by employers in its provision. To some extent the courses available in an area depend on the nature of local industry and commerce. Co-operation between industry and colleges is encouraged, and in many cases employers' representatives are involved in the design of courses. Employers are always represented on the governing bodies of colleges (see page 20) and are prominent in the FE examining bodies (see also page 24).

CO-ORDINATION OF FURTHER EDUCATION

Responsibility for co-ordinating further education provision in different areas of the country rests with 10 Regional Advisory Councils - RACs - set up by the local education authorities in each region. The councils bring together representatives of the authorities, colleges, universities, and industry and commerce.

The RACs have had important influences on teaching by regularly convening meetings of the specialised heads of departments within their region (e.g. head of mechanical engineering). Conferences, publications and other activities have strengthened their influence on teaching staff. Those which have also acted as Regional Examining Bodies have strengthened their influence on teaching.

From the time they were established RACs were expected to determine local needs and control the expansion of technical and further education. Some RACs have encouraged the systematic exchange of data on student numbers at all levels of courses. All have undertaken to recommend (or otherwise) that new courses of 'advanced' further education should be run. Individual institutions, via the LEA, submitted their plans to the RAC. This proved to be a satisfactory mechanism up until 1979 when central government wished for a new mechanism to restrict the spending on such education.

NATIONAL ADVISORY BOARD (NAB)

A new National Advisory Board for Local Authority Higher Education was established as a compromise between the desire of central government for central control and the local authorities' wish for local determination. Although legally the board's role is an advisory one, the LEAs who participate in it treat its advice on finance and courses as mandatory. While it is regarded by central government as provisional and due to end in 1984, it seems likely to continue in largely the same form. Partly because it is national rather than regional, it has begun to establish a dialogue with the University Grants Committee (UGC) (see also page 34) in some subject areas. There is a separate advisory board for Wales.

GOVERNANCE OF COLLEGES

The governing bodies of polytechnics and of most other further education establishments include, under their instruments of government, representatives of the maintaining authority (or authorities); people with relevant experience in industry, business or the professions; the director or principal and other members of the academic staff; representatives of the students; and, as a rule, other persons with relevant experience. Articles of government are intended to give the maximum degree of independence

consistent with the nature of the establishment and the statutory and financial responsibilities of the local education authority or authorities. (11)

There is a long established tradition of partnership in the provision of education and of the diffusion of control with representation of the many interests involved. It is this tradition which lies behind the establishment of separate governing bodies for each college. In effect the control of the curriculum for FE also expresses this tradition. The DES exercises its responsibilities primarily by ensuring that appropriate examining agencies exist and that, while these are independent of the DES in their operation, they are controlled by governing councils on which the many interests are represented.

There are many associations that may be considered here, from general purpose organisations such as the Trades Union Congress and the Confederation of British Industry, to the local authorities' Association of County Councils and Association of Municipal Authorities. Many develop their own educational policies and express them in their publications as well as in committee. One of the most powerful, and most prolific in its publications, is NATFHE, the National Association of Teachers in Further and Higher Education, (a trade union) which has about 70,000 members in a profession of about 84,000.

IV : Further education examinations

Further education in England and Wales is provided and administered largely through the colleges established by local education authorities. These LEAs have very little in the way of guidelines from central government about the number or type of colleges, their levels, their span of work, their administration, government or management. The result is an enormous variation in the types of college provision that are made. The system is held together as a national system by the central examining and validating bodies which ensure a sufficient national consistency of content and level of education of students holding identical certificates. It is these bodies which guarantee the comparability of education of plumbers from Poole to Preston, and that of electronics engineers from Ealing to Exeter. This consistency and comparability is what employers and others require. These central bodies have adopted a variety of methods of operation and a variety of relationships with colleges. Some are described as examining bodies, others as validating bodies.(12)

Most teaching in colleges takes place against a background in which the teacher is aware of the presence of one of these central bodies. The work of each student is almost always guided by the overseeing processes of a single body which is, for the course he is on, the dominant body. Course groups for students, as organised in colleges, are often coded, labelled and known by reference to one such body (e.g. City and Guilds, Course 701, Year 1, Group B). For each student or industrialist it is a simple system for there are rarely more than two bodies concerned with any job or industrial sector. For the college principal or administrator, for an LEA officer or adviser, the system may be large and complicated.

The Department of Education and Science oversees the whole process. The DES exercises its responsibility for ensuring an adequate vocational education system in part by ensuring that the range of examining and validating bodies and the relationship between them is adequate. It leaves the details of their operations to the examining bodies. The central bodies exercise their responsibilities with care. They co-operate with the DES and each other in a sensible and rational way. It is not implied here that all is complete agreement, but there is a determination by all parties to achieve a coherent system that works in the interests of students and employers.

In practice the system requires a great deal of detailed curricular thinking to be undertaken and curricular decisions made within each college. The management of this process is a major part of the management of colleges. (13)

THE CITY AND GUILDS OF LONDON INSTITUTE (CGLI)

The City and Guilds of London Institute, while not the oldest of the curricular and examining bodies, is the largest and occupies a unique and central position in British technical and further education. In 1980 the City and Guilds examined some 473,000 candidates in a very wide range of schemes and occupational groups at a wide variety of levels. Nearly every college enters candidates. More college teachers have or have had some involvement in the City and Guilds than in any other single body. It is probable that more further education teachers hold awards from it than from any other single body. In these circumstances it is not unreasonable to assert that the City and Guilds provides a basic model or background against which other developments have taken place.

The origins of City and Guilds lie in the development of interest in technical education in the mid-Victorian age. It was established as an independent institute within the Victorian tradition of using available funds from existing organisations with central government acting more as initiator than catalyst. The initial meeting to establish the Institute took place in 1876 and was followed by two years of negotiation involving members of the Government. It took over from the (then) Society of Arts the administration of 16 examinations in technical subjects with the assistance of the Government's Department of Science and Art in 1879.

The City and Guilds now enjoys the closest of relationships with the Department of Education and Science, but remains financially and educationally independent. When the Secretary of State for Education and Science decided in 1973 to establish the Technician and Business Education Councils (TEC and BEC), City and Guilds was asked to provide, if possible, the administrative and physical resources necessary for the first few years of the new councils. This guaranteed an experienced administration and a continued level of work and activity for the City and Guilds which has co-operated by withdrawing certain technician examination schemes so that TEC would not face competition. This agreement to limit the scope of its activities is not a bar on the City and Guilds initiative as the expansion of its new 'Foundation Courses' in schools indicates. High levels of co-operation exist between the City and Guilds and the Department of Education and Science, Her Majesty's Inspectorate, the Department of Employment and the Manpower Services Commission (MSC).

With the transfer of its technician work to TEC, City and Guilds is left with craft examinations in nearly all fields, its higher post-experience qualification, a small range of professional examinations, and its General Education Courses.

The City and Guilds has considerably expanded its work in the fields of general tests of numeracy and communication skills, pre-employment, vocational preparation and foundation courses. It is currently closely co-operating with the MSC to provide certification and testing for the new Youth Training Scheme. (See also Section V, page 28.)

The City and Guilds has from the outset seen itself and its activities as being governed by those who use and those who provide qualifications in technical education. Its Council is a balanced representation of the many interests involved including employers, trades unions, professional bodies, training boards, and representatives of the LEAs. Membership of the Council and all its committees are part time honorific appointments.

City and Guilds has reorganised its structure to 15 advisory committees to replace its previous 110 advisory committees. This major revision will still have a broad parity of membership of industrial and educational interests on each committee, but because there will be fewer committees it will be possible for them to meet at least annually. These committees provide overall co-ordination and advice on a variety of schemes but appoints examination subject committees and other ad hoc review committees and working parties to undertake regular or periodic work. The variety of interests in the committees reappears on the working parties.

Their main tasks are setting syllabuses, advising on the appointment of chief examiners, and monitoring the centrally set and marked examinations which are either the only or at least the predominant component of the examinations of the Institute's schemes.

COUNCIL FOR NATIONAL ACADEMIC AWARDS (CNAА)

The CNAА was established in 1964 by a Royal Charter which requires that the Council's degrees and other qualifications awarded to students who successfully complete approved courses outside the universities shall be of a standard comparable with the awards of the universities. Subject to the Council being satisfied about standards, colleges are free to devise their own curricula and syllabuses, to examine students with the help of external examiners approved by the Council and, subject to certain minimum requirements, to determine their own admission qualifications. Schemes are submitted to an appropriate subject board of the Council for approval. Subject panels usually visit the college to

satisfy themselves that staff resources and teaching will be of an adequate standard. Many schemes are rejected on their first submission and improvements have to be made.

The CNAAs have, since its establishment, taken over a number of other bodies providing certification in a variety of fields. It is now validating courses in agriculture, art, design, education and management as well as the technologies, sciences, arts, humanities and social sciences. It is comprehensive in scope. Only medicine remains the prerogative of the universities.

There are about 140,000 students enrolled on some 1700 schemes approved in approximately 160 colleges and polytechnics. About 70 subject boards operate with a membership of 1400 drawn from colleges, universities and industry.

THE TECHNICIAN AND BUSINESS EDUCATION COUNCILS

The Technician and Business Education Councils (TEC & BEC) have now merged. They were established by the Secretary of State for Education and Science respectively in 1973 and 1974 as independent bodies to develop schemes of education for people in technician and business type occupations to study at non-degree level.

The new Business and Technician Education Council set up in 1983 takes the same legal form. Each of the two existing Councils operated with the familiar structures of committees or boards composed of part time honorific members appointed to represent a broad spectrum of education and industrial interest, and of providers and users of certification. Each required the colleges to submit to the Council schemes of education to be established within broad guidelines issued by the Councils and to take a major part in examining, subject to a process of external moderation (usually by part time, paid Council staff). In addition to giving broad guidelines, both Councils made extensive use of centrally provided units or modules of study.

There were, of course, very many differences in the operation of the two Councils and it will take some while for the new Council to develop its new policies and for them to be applied in great detail. Some traditions will survive and these will include: great flexibility of type of study (part time, full time or distance learning), modular or unit basic courses, strong central guidelines and designed elements, college detailed design and submission, college examination and external moderation.

In 1981/82, TEC had over 92,000 student registrations and made some 44,000 awards of certificates and diplomas. BEC, at the same time, had about 59,000 registrations and made about 30,000 awards.

OTHER EXAMINING BODIES

There is a further wide range of examining bodies and the system is in a sense monitored by the DES. This monitoring can be illustrated best by its interventions in establishing the CNAA, TEC and BEC. The examining system is generally left alone, each body is expected to be self-funding through examination or student fees (TEC and BEC were initially provided with a small amount of deficit funding but were expected to become self funding very quickly). Six more bodies are listed below as illustrations. The first three were established with central government support; the second three without it.

1. Central Council for Education and Training for Social Work (CCETSW).
2. National Nursery Examining Board (NNEB).
3. National Examination Board for Supervisory Studies (NEBSS) - for any supervisor. Prior qualifications are irrelevant.
4. Royal Society of Arts (RSA) established in the 18th century as a learned study association. Its examinations department, established in the 19th century, runs single subject examinations and grouped examinations in the commercial and secretarial fields. It examines several hundred candidates each year.
5. Association of Linguists - a study association running a wide range of examinations connected to membership of the association.
6. The West Midlands Advisory Council for Further Education (incorporating the Union of Educational Institutes) - the union was established in the 19th century to provide craft examinations in the West Midlands. It continues to do so with a defined relationship with the CGLI and other regional bodies. This latest agreement of the City and Guilds (known as the 'Ferryside Agreement' after the conference centre where it was made) and the RACs means that, in effect, craft examinations are common throughout the country. The Union merged with the West Midlands Advisory Council in 1978.

THE JOINT BOARD FOR A CERTIFICATE IN PRE-VOCATIONAL EDUCATION (CPVE)

There has been, over the last decade, both a growth in the number of young people taking a one-year full time course in pre-vocational education and a growth in the variety of offerings from

the examining bodies. The DES has asked the CGLI, BTEC, RSA, and the GCE and CSE Boards to form a new 'Joint-Board' to co-ordinate their provision and to bring the curricula into a common frame.

V : Industrial training

Industrial training is a very difficult and fast changing area. Government policy has been through three distinct phases in less than 20 years and the current pattern has to be seen against a background of rising unemployment and a rapid decline in voluntary training by employers. The three phases are:

- (a) 1964-74: The Government established 23 Industrial Training Boards (ITBs) to encourage training in industry and to improve its design and standards. These boards had legal powers to make a levy (or tax) on employers and re-imburse those who trained.
- (b) 1974-82: The Government established the Manpower Services Commission in 1974 to oversee the work of ITBs, to undertake a wide range of other services in the labour market, and to conduct some direct training. As the labour market became more difficult the MSC began to increase funding for training and for special schemes for unemployed young people.
- (c) 1982 to date: The 23 ITBs were reduced to five, voluntary training associations were encouraged, the bulk of Government support was put into a new programme, the MSC's New Training Initiative.

INDUSTRIAL TRAINING BOARDS

The main instruments with which ITBs can pursue their objectives are:

- 1. The ITB levy/grant/exemption schemes;
- 2. ITB advisory services provided by field staff;

3. Group training schemes for small firms;
4. Training courses provided by ITBs;
5. Grants for key training activities and for counter-cyclical measures.

The levy/grant/exemption scheme means that the ITB may make a levy on an employer's payroll, grant an exemption, or give a grant for training carried out by an employer. Where there is approved training nearly all young workers are released to a college for further education. Many ITBs (e.g. Engineering Industry Training Board - ETIB) run, in association with a college, special workshops for one-year off-the-job training undertaken by young people at 16+.

VOLUNTARY TRAINING ASSOCIATIONS

About 20 voluntary training associations have been established to replace the ITBs. It is too early to determine clearly their overall patterns of work and successes.

THE MANPOWER SERVICES COMMISSION (MSC)

The Manpower Services Commission was set up in January 1984 under the 1973 Employment and Training Act to run the public employment and training services. The Commission, which is separate from the Government but accountable to the Secretary of State for Employment, has 10 members who serve for a term of three years. They consist of a chairman, three members appointed after consultation with the Trades Union Congress (TUC), three after consultation with the Confederation of British Industry (CBI), two after consultation with local authority associations and one with professional education interests.

Its main aims, as stated by the MSC are:

1. 'To contribute to efforts to raise employment and reduce unemployment;
2. To assist manpower resources to be developed and contribute fully to economic well-being.
3. To help secure for each worker the opportunities and services he or she needs in order to lead a satisfying working life; and

4. To improve the quality of decisions affecting manpower.'

In addition to the Employment Services Division (who run Jobcentres, or employment bureaux), the MSC has divisions in training, computer services, intelligence and statistics.

It should be noted that the MSC, unlike the remaining ITBs, has no power to raise its own revenue. All its activities are funded by grants from the Department of Employment. It is important to remember this when considering the next two sub-sections.

THE NEW TRAINING INITIATIVE

After consultation and discussion, the Manpower Services Commission published its policy document, **A new training initiative: an agenda for action** (1981).(14) This established three clear areas:

- **Objective 1: developing skill training**

This is a strategy for the reform of skill training arrangements, including apprenticeships, by replacing traditional timeserving approaches to skill training as rapidly as possible with training to an agreed standard of skill appropriate to the jobs available.

- **Objective 2: equipping all young people for work**

The MSC attempted to establish as rapidly as possible vocational preparation arrangements covering all young people entering the labour market, not just those without work. It was agreed that this should be done by state support and with a policy which was determined by a high level task group which included CBI and TUC educational representatives.

- **Objective 3: widening opportunities for adults**

This programme is intended (1) to increase the training provision for all age groups; (2) to provide opportunities which vary in style, level and length; (3) to improve access to training for all, (4) to provide levels of progression so that individuals in firms can develop their own manpower resources within the limits of their capacity and needs; and (5) to keep access to training and re-training open throughout people's working lives.

As far as the first objective goes, action is being taken by a group within the training policy directorate. They are trying to encourage and establish working groups to define and redefine

training within the criteria established. For the third objective, a small team of professional workers from the MSC is conducting advanced work on the same basis as for Objective 1.

The MSC has also, for the third objective of the NTI, established an **Open Tech** unit with a small professional staff on a large budget for research and the stimulation of activity. The purpose is to establish open learning opportunities through programmes in colleges and training establishments for workers who cannot attend traditional day-release or block-release courses. This programme focusses on technician, supervisory and management levels of staff.

YOUTH TRAINING SCHEME

By far the biggest programme of the Manpower Services Commission is its Youth Training Scheme which is its main activity in the second objective of the NTI of equipping all young people for work. The programme is very large and complicated. New curricular guidelines have been issued in which, among other things, the whole range of work activities has been divided into 'occupational training families' and a group of core skills has been established as well as skills for each occupational 'family'. Private individuals, large firms, new training consortia and local authorities are encouraged to apply to an MSC local manpower board to become 'managing agents' for the New Training Scheme. Within an agreement established within the local area manpower board, managing agents undertake to provide one year of integrated on- and off-the-job training for the young people they accept on to their programme. The curriculum or training programme is in the hands of the managing agent. Trainees receive their money from the managing agents. If the managing agent has made a normal employment contract with the young person, this is a wage. Managing agents may make only a one-year contract with the MSC to train the young person, in which case the money is called a training allowance. The managing agents receive an appropriate amount of money for providing on- and off-the-job training within the criteria established. This scheme is intended to provide one year of systematic training for 400,000 young people each year.

TECHNICAL AND VOCATIONAL TRAINING INITIATIVE (TVEI)

All west European countries, as their economies have hesitated, have tried to review the way in which general education and the schools in particular view industry and work. The UK is no exception. In the UK the MSC has established, with full co-operation and funding from central government, a series of pilot projects with 14 LEAs (these are known as the TVEI). This number will be increased in 1984/85. Each pilot project promises to review its curriculum and guidance system and to find new ways of allowing pupils to study for and take both general and vocational examinations between the ages of 14 and 18. Extra funding is made available for these pilot schemes. Most schemes involve technical

college as well as school premises, staff and equipment. These projects are intended to provide lessons capable of easy transfer at lower cost to the rest of the education and training systems.

VI : The Further Education Unit (FEU)

The Further Education Unit was established in 1977 as the Further Education Curriculum Review and Development Unit. It is a direct agency of the Department of Education and Science. It now has an independent board of management and has taken the legal form of an independent company limited by guarantee and with governors appointed by the Secretary of State for Education and Science. This small board of independent governors determines the overall programme and work of the Further Education Unit. The FEU does not provide detailed curricula or examinations, nor in any other way does it certificate or validate courses. Its function and purpose is to influence the new curricula as they develop within the further education system. It has paid particular attention to the development of vocational preparation and pre-employment courses which, although they do not have a job-specific focus, are nevertheless work orientated in the most general sense.

The FEU has two predominant ways of working. Firstly it commissions research and development from individual authors or from colleges of FE. Secondly it establishes advisory committees or working groups, serviced by FEU officers, which produce full reports and recommendations to the service. It then makes these publications freely available to the system.

The FEU has a small professional staff and is undertaking some work specifically at the request of the DES. It is administering, for the DES, the PICKUP programme (see page 36), the Regional Curriculum Bases (as a contribution to the NTI and CPVE: see page 30, and staff development centres for CPVE: see page 26).

In a time of growing uncertainty in curriculum development, the research and development work undertaken on behalf of this organisation has been extremely influential and has, in effect, provided a basis for most of the thinking on the new curricula now being developed.

VII : The universities

The universities are national institutions and suitable students from any part of the United Kingdom can be admitted to any university. There are 35 universities in England and Wales, eight in Scotland and two in Northern Ireland.

The Open University (see below) is by far the largest university with more than 63,000 students. Next is the University of London with about 36,000 full time students. The universities of Wales, Oxford, Cambridge and Manchester each has over 10,000 students, but there are still a number of universities, particularly some of those founded in the 1960s, with less than 3,000 students.

Admission of students is the individual responsibility of the universities, each of which establishes its own regulations. In 1981/82 there were just about 264,200 undergraduate students taking university courses, usually of three years' duration. About two-fifths were reading science and technology, about one-fifth arts, a further fifth social studies, and one-tenth medicine or dentistry. Smaller numbers were reading education, agriculture, forestry, veterinary science or architecture.

Universities are centres of research as well as teaching. Of just over 35,000 postgraduate students, almost half are engaged in research for higher degrees, usually doctorates. Most of the remainder are taking a wide variety of courses for higher degrees, or one-year courses of teacher training following a first degree. About seven per cent of undergraduates and 35 per cent of postgraduates are from overseas.

THE UNIVERSITY GRANTS COMMITTEE (UGC)

The Government exercises its responsibilities in relation to the universities (except the Open University) through the University Grants Committee. Its members are appointed by the Secretary of State and are drawn from the academic and business worlds.

The UGC's terms of reference are:

'To enquire into the financial needs of university education in the United Kingdom; to advise the Government as to the application of any grants made by Parliament towards meeting them; to collect, examine and make available information relating to university education throughout the United Kingdom; and to assist, in consultation with the universities and other bodies concerned, the preparation and execution of such plans for the development of the universities as may from time to time be required in order to ensure that they are fully adequate to meet national needs.'

Block grants made by the Government on the advice of the University Grants Committee amount to about three-quarters of the universities' recurrent expenditure and nearly all of their capital expenditure. Capital grants are made to cover the purchase and replacement of scientific equipment, and to meet expenditure resulting from the annual programme of building starts, the total of which is approved by the Government.

THE OPEN UNIVERSITY (OU)

The Open University first offered courses in 1971 and now has more than 63,000 undergraduate students. OU students are over 21 (except for a very few with special circumstances - such as physical handicap) and most are in full time jobs. No formal academic qualifications are required for entry.

The Open University provides part time courses leading to degrees. Teaching is by a combination of television, radio, correspondence texts, broadcasts and personal tuition. Post-experience courses of varying duration are also provided.

VIII : Adult education

Adult education is provided under the same section of the 1944 Education Act as further education and is not legally distinguished from it. All courses in further education are by tradition open to all irrespective of age, although examining bodies may occasionally lay down certain minimum requirements.

The Department of Education and Science has begun a major initiative to develop and publicise the provision of vocational education for adults. It has been making special grants available to colleges to develop and publicise provision in new 'PICKUP' programmes. PICKUP is an acronym that means Professional, Industrial and Commercial Up-dating. The purpose of the programme is self explanatory.

Organised cultural or leisure activities or courses are widely provided, although most LEAs concentrate provision for non-examination work in 'evening institutes' which are distinct from their 'major colleges'. The evening institutes have only one or two full time staff (or even none) and use other LEA premises (usually schools). A few LEAs provide separate adult colleges with some premises of their own. There are over 7000 evening institutes. Most provide a small number of examination courses (often for GCE, City and Guilds, or RSA exams). Many 'major colleges', even in areas where there are distinct evening institutes, offer a small programme of cultural or leisure activities, otherwise they incorporate an adult education department into their main structure.

In addition to the local education authority contribution, a number of other organisations are involved in the provision of non-vocational adult education courses. These courses range from the purely recreational to those aimed at specific groups with a common educational need.

The other responsible bodies are the extra-mural departments of 23 universities, the 17 districts of the Workers' Educational Association (WEA) and the Welsh National Council of Young Men's Christian Associations.

These organisations receive grants from the Department of Education and Science of up to 75 per cent of teaching costs. The extra 25 per cent of teaching costs, together with administrative and maintenance costs, are recouped from student fees, discretionary grants from local education authorities and grants from industry and other bodies. The majority of the work of the bodies responsible concerns the provision of non-vocational, liberal education courses for adults.

Both the British Broadcasting Corporation (BBC) and the Independent Broadcasting Authority (IBA) have a commitment to produce educational programmes. These include both radio and television programmes ranging from current affairs to specific arts and science programmes for schools and colleges. More specialist programmes are aimed at, for example, teachers in adult education, trades unionists, or adults with literacy and numeracy problems.

The Department of Education and Science gives grants to six independent long-term residential colleges providing courses of liberal adult education of one or two years' duration. These colleges provide higher education for working men and women. In this respect their history parallels that of the WEA and the extra-mural departments. One of the colleges (Ruskin) is closely associated with the trade union movement; another (Plater) is associated with the Catholic church. The original intention of the colleges was that their students should return to their place of work after one or two years' study. In fact, the colleges are now seen as providing a route to higher education and many students go on to become mature students in universities or polytechnics.

There are about 35 short-term residential colleges. These are distinguished from conference centres by the fact that they provide their own programme of courses. The majority of these are provided by local education authorities. They provide short mid-week and week-end courses and summer schools, sometimes with specific purposes such as management education or trade union studies. Generally, however, their main programme includes a variety of liberal adult education courses open to the general public.

In the field of adult education mention should also be made of the Open University (see page 35), and the Open Tech established by the MSC (see page 31).

IX : The teachers

All teachers employed in schools must have completed a training recognised as a qualifying training by the DES. There is a variety of routes which mean either a three or four-year full time training, or a one-year full time training after obtaining a university degree. Most one-year courses are in universities, and most three or four-year courses are in colleges of higher education or polytechnics, or a few remaining specialist colleges of education.

Any person deemed by the LEA to be a fit person may be employed as a further education teacher. In practice most FE teachers have considerable industrial experience and the average age of teachers joining the service is about 33. This figure includes about a quarter who are recent university graduates. Most teachers hold industrial, commercial or professional qualifications relevant to their teaching. About 40 per cent are university graduates.

About 20 per cent of teachers in further education have completed a qualifying teacher training course of a general nature and a further 20 per cent have completed a special qualifying course for further education teachers. These are provided on a full time or sandwich basis by four specialist units in England at Garnett College (London); Wolverhampton Polytechnic; Huddersfield Polytechnic; and Bolton College of Education (Technical). There is a further specialised unit in the Department of Education at the University College, Cardiff. These colleges provide further 'out-stations' where the courses can be taken on a part time basis. About 1,300 students are enrolled in these institutions. The CNA has recently approved a few further specialised courses to run at some polytechnics.

The City and Guilds of London Institute and the Royal Society of Arts offer a wide range of part time schemes of initial and in-service training which are not recognised as of qualifying status by the DES, but which are widely used by both full time and part time teachers.

In 1977 the DES recommended to the LEAs that all new teachers in FE should be required to undertake an induction equivalent to one day a week for a year, together with a block course of not less than four weeks; and that this requirement should be introduced - if possible - by 1981.

Teachers are paid by the LEA on one of the salary scales negotiated by the Burnham Committee comprising the representatives of the LEA, the DES, and the teachers' unions. The number of teachers a college has is a local authority decision, but the ratio of the various scales within that number is determined by a complex formula based on the ratios of levels of work being taught in a college. (15)

The Further Education Staff College at Coombe Lodge, near Bristol, provides a residential conference centre for the development of the management of the further education system. The college conducts research and development projects and offers consultancy services in the United Kingdom and abroad. It has responsibilities, established in its charter, to service the whole United Kingdom.

Appendix A

FE AND INDUSTRIAL TRAINING IN WALES

England and Wales are not simply a single unified system. Above all the Welsh are a distinct nation with their own language and culture (although the ordinary language of business etc. is English). In a referendum held in 1978 they rejected the idea of separate elected councils (with smaller powers than a full Parliament) to be based in Cardiff. Nevertheless they have their own distinctive institutions and procedures.

As an illustration of their determination to reinforce their own identity as separate, the Welsh language is taught to **all** secondary school pupils and all areas have both primary and secondary schools in which the language of instruction is Welsh.

The responsibility for education in Wales lies with the Secretary of State for Wales at the Welsh Office (i.e. not, as in England, the Secretary of State for Education and Science). The Secretary of State for Wales has no political council separate from Westminster but feels constrained to pay especial attention to the Welsh Joint Education Committee, established jointly by the LEAs in Wales. The Welsh Office has its own separate and distinct inspectorate (HMI). Responsibility for industrial training in Wales lies with the MSC Committee for Wales (although there is no distinct system of ITBs).

The Welsh Joint Education Committee is the RAC for Wales (see also page 20) and exercises its influence over both FE and schools. In addition it acts as a Regional Examining Body for CSE and GCE. It administers examinations in craft level work for FE within the Ferryside agreement (see also page 26). The Welsh Joint Education Committee is responsible for teacher training in Wales and is a member of the Welsh Advisory Board for Public Sector Higher Education (see also page 20). The relatively small size of Wales (population of England 46,000,000; Wales 2,500,000) makes the system in Wales a very close one.

The **only** fact which makes Wales part of the same FE system as England is that each shares the same examining and validating bodies for FE courses. This is in line with the general thesis of this paper (see page 22) that what holds the system together is the central curriculum agencies. (16)

APPENDIX B

EDUCATION DECISION MAKING AT THREE LEVELS

Task	DES decisions	LEA decisions	Institution decisions
1. Decisions on structure of education - age of entry, age of compulsory retention.	1. DES proposes laws and controls major resources through building programmes etc.	1. Able to vary age of transfer between primary and secondary, lower and upper secondary and further education institutions (1963 Act).	1. (a) <i>No discretion</i> on overall structure (b) discretion on individual allocations, e.g. vertical and other groupings.
2. Decisions on finance of education.	2. DES negotiates elements of rate support grants through Department of Environment (some 54 per cent of Local Government finance in 1965).	2. LEA decides proportion of income (grants, rates etc.) to devote to education generally. And decides all individual projects and rates of capitation funds for books and equipment.	2. Decide how to spend capitation funds for books and equipment. Little other discretion.
3. Building.	3. DES decides, within Treasury constraints, total amount of major and minor building projects. DES decides lists of major projects on basis of LEA proposals. Does <i>not</i> propose projects.	3. LEA decides which major projects to propose, and which minor projects to build.	3. School decides which projects to bid for or points out needs.
4. Teaching and learning processes.	4. (a) <i>Statutory controls</i> over length and number of school days (b) statutory controls over acts of worship and RE (c) control, through Schools Council, of patterns of secondary school examinations. Ditto through joint committees and other FE examining bodies (d) advice of HMIs (<i>control is weakening</i>).	4. (a) <i>Decides style</i> of education through appointments of heads (b) advisory services (c) decides overall organisational patterns through choice of selection and secondary school examinations (e) local inspectors may make quality judgements affecting, for example, teachers' promotions and flow of resources.	4. Free to set internal organisation, choice of subjects taught, style of education - formal as against informal, and so on.

Task	DES decisions	LEA decisions	Institution decisions
5. Provision of teachers	5. (a) <i>control of total numbers reaching and leaving colleges</i> (b) <i>party to salary and conditions-of-service negotiations</i> (c) <i>operates 'voluntary' quota system</i> (d) <i>has no part in teacher employment, or in appointments.</i>	5. (a) <i>settles establishments for each institution</i> (b) <i>controls appointments of heads and deputies</i> (c) <i>runs promotion system</i> (d) <i>in-service education.</i>	5. (a) <i>sometimes help decide recruitment</i> (b) <i>allocates teachers' duties</i> (c) <i>gives special responsibility allowances (formally recommended to LEA)</i> (d) <i>can participate in the rewards system through reference and so on.</i>
6. Development of system.	6. (a) <i>establishment of objectives (but not (explicit) (b)decisions on length of school and training life</i> (c) <i>decisions on, for example, degree of selectivity throughout the system.</i>	6. <i>Makes decisions on general response of education service in area to the needs, by providing institutional frameworks, methods of improving service, through in-service training, nature of relationships with community and other services and parents.</i>	6. <i>Responsibility for deciding many of the objectives of the institution - through decisions on formality or informality, relationships with pupils, relationships with community and relationships with parents.</i>

Source: Table 1, pp34-35, 'County Hall - The Role of the Chief Education Officer.

© Maurice Kogan with Willem van der Eyken in conversation with Dan Cook, Claire Pratt and George Taylor. Penguin Education, 1973.

Appendix C

Table 1

ESTIMATED ACTIVITIES OF YOUNG PEOPLE AGED 16-19 AS AT JANUARY IN
ACADEMIC YEARS 1973-74 to 1981-82 (ENGLAND AND WALES)

	Thousands		
	1973-74	1977-78	1981-82
BOYS			
Full time education			
School	165	185	219
Full time and sandwich NAFE	67	94	103
Higher education	35	42	47
In employment			
Employed, with day study	257	230	200
Employed, no day study	488	502	387
Youth Opportunities Programme	-	-	91
Unemployed	46	109	224
Total population	1057	1162	1270
of which on evening study	126	109	95
GIRLS			
Full time education			
School	149	172	219
Full time and sandwich NAFE	76	122	156
Higher education	35	32	35
In employment			
Employed, with day study	60	59	52
Employed, no day study	652	598	469
Youth Opportunities Programme	-	-	88
Unemployed	27	118	191
Total population	898	1100	1211
of which on evening study	150	153	150

Source: DES Statistical Bulletin 2/83

Table 2

POST-COMPULSORY HOME STUDENTS BY LEVEL AND MODE OF COURSE IN THE
UNITED KINGDOM 1980-81 (ALL SUCH STUDENTS 1979-80)

	Thousands		Percentage male		
	Under 25	All ages	Under 25	25 and over	All ages
School	469	469	50	-	50
Non-advanced further education					
Full time and sandwich	299	331	42	45	42
Part time day	488	658	79	34	68
Evening	748	2544*	37	28	32
Total	1534	3533*	51	29	40
Higher education					
Full time and sandwich	419	480	58	56	58
Part time	119	290	77	65	70
Total	538	770	62	63	62
All post-compulsory 1980-81	2541	4772*	53	33	44
All post-compulsory 1979-80	2574	5027	53	33	43

* Including 471,000 students for whom no age detail was available.

Source: DES Statistical Bulletin 11/83

Table 3

NET RECURRENT INSTITUTIONAL EXPENDITURE(1) AT SCHOOLS, COLLEGES IN ENGLAND AND WALES AND UNIVERSITIES IN GREAT BRITAIN PER FULL TIME PUPIL OR STUDENT (AT NOVEMBER 1981 PRICES)

Financial Years	England and Wales					England	
	1975-76 £	1976-77 £	1977-78 £	1978-79 £	1979-80 £	1979-80 £	1980-81 £
Nursery Schools(2)	-	-	1110	1100	1100	1120	1100
Primary Schools	540	550	560	580	600	600	610
Secondary Schools							
Under school leaving age (11-16)	780	780	780	800	810	810	820
Over school leaving age(16+)	1410	1420	1410	1430	1430	1440	1390
All	840	850	840	850	860	860	860
Special	2360	2480	2500	2650	2730	2700	2740
Adult Education Centres(3)	370	360	360	380	400	410	410
Major establishments (4), (except polytechnics)							
Non-advanced	1790	1980	1920	1870	1910	1900	1860
Advanced	2780	3060	2970	2900	2960	2940	2880
All	1880	2130	2070	2010	2040	2010	2000
Polytechnics (4),(5)							
Non-advanced	2590	2340	2270	2270	2360	2320	2870(6)
Advanced	4020	3630	3530	3520	3600	3600	3390(6)
All	3880	3530	3420	3430	3520	3520	3380
Universities (Great Britain) (7)	4430	4390	4310	4580	-	4710	4420

1 Institutional recurrent expenditure excludes the financing costs of capital expenditure. In the case of schools it also excludes expenditure on pupil support (including transport to school) and on meals and milk.

2 Comparable figures for nursery schools are not available for 1975-76 and 1976-77.

3 Adult education average costs are net of fees.

4 Catering and residence and certain smaller items of expenditure are included in the costs from 1975-76 to 1977-78, which limits direct comparison with later years.

5 See page 19.

6 See Note 10, page 48.

7 The figures for the universities refer to academic, not financial years. January or November prices have been used as a proxy for average price changes throughout the academic year. Repricing factors from outturn to November are not available.

Source: DES Statistical Bulletin 10/83

Appendix D

GLOSSARY OF ABBREVIATIONS USED

		<u>Described on page</u>
AEB	- Associated Examining Board	14
AFE	- Advanced Further Education	48
BEC	- Business Education Council	25
BTEC	- Business & Technician Education Council	25
CBI	- Confederation of British Industry	29
CGLI	- City and Guilds of London Institute	23
CNAA	- Council for National Academic Awards	24
CPVE	- Certificate of Pre-vocational Education	26
CSE	- Certificate of Secondary Education	15
DES	- Department of Education and Science	5
FE	- Further Education	17
FEU	- Further Education Unit	33
GCE	- General Certificate of Education	14
HMI	- Her Majesty's Inspector (Inspectors/ Inspectorate)	8
ILEA	- Inner London Education Authority	5
ITB	- Industrial Training Board	28
LEA	- Local Education Authority	5

MSC	-	Manpower Services Commission	29
NAB	-	National Advisory Board	20
NATFHE	-	National Association of Teachers in Further and Higher Education	21
NFER	-	National Foundation for Educational Research in England and Wales	9
NTS	-	New Training Initiative	30
OU	-	Open University	35
PICKUP	-	Professional, Industrial and Commercial Up-dating (initiated by the DES)	36
NAFE	-	Non-advanced Further Education	50
RAC	-	Regional Advisory Council	20
RSA	-	Royal Society of Arts	26
TEC	-	Technician Education Council	25
TUC	-	Trades Union Congress	29
TVEI	-	Technical and Vocational Education Initiative	31
UGC	-	University Grants Committee	34
WEA	-	Workers' Educational Association	36
YTS	-	Youth Training Scheme (of the Manpower Services Commission)	31
16+	-	Examinations taken at the end of the academic year during which students reach their sixteenth birthday	15
'O' level	-	Ordinary level of the examination for the General Certificate of Education	14
'A' level	-	Advanced level of the examination for the General Certificate of Education	14

Appendix E

NOTES

- 1 This paper discusses only publicly funded schools and colleges. There are in addition private schools and colleges. About eight per cent of children are in private schools; less than one per cent of further education is in private colleges - mostly for languages and secretarial studies. The churches also establish schools but these are for most purposes integrated into the public system. They are not discussed in this paper.
- 2 Rates are taxes levied on the occupiers of buildings. At periodic intervals each building is valued and each year a rate of tax is determined (e.g. a Rate of £0.67p. for each £1.00 of value).
- 3 The Secretary of State for Education and Science attempts to influence the system by writing 'Circular Letters' (CL) of advice which are sent to each education authority. Certain details of administrative codes are contained in 'Administrative Memoranda' (AM). Some 'Circular Letters' take the force of law or an Administrative Memoranda because they announce what the Secretary of State wants done. The Secretary of State also writes Further Education Circular Letters (FECL) to the principals of FE colleges.
- 4 Many grammar schools in the old system were old, charitable foundations. Local authorities bought places in them. Some of the more prestigious ones received a Direct Grant from central government for providing some free places to the LEAs. The system of Direct Grant was abolished by a Labour Government. The current Government funds an 'Assisted Places' scheme.
- 5 The drafters of the 1944 Act clearly envisaged that most LEAs would adopt a 'tripartite' system with large numbers of pupils going to technical schools at age 11 or transferring to them at 13. There would thus be grammar, technical and modern schools. In fact, many LEAs never established these technical schools; nationally only about two per cent of pupils went to them.

- 6 See also Note 4 above.
- 7 GCE boards accept candidates from schools or colleges or other registered centres - or as independent candidates. There are no age restrictions for entry.
- 8 While recognising that it is not easy to compare courses in widely varying disciplines to establish a true comparison of intellectual difficulty, such comparisons are vital for administrative purposes for the determination of the ratio of salary scales paid in a college. For these purposes nearly all courses are classified by a sub-committee of the Burnham Committee into five levels as follows:
- I Higher degrees and research
 - II University first degrees, or equivalent
 - III Studies requiring level IV as an admission standard, but not leading to degrees
 - IV ONC/D, TEC & BEC Certificates and Diplomas, 'A' level or equivalent
 - V Other courses
- 9 The variations arise from the assumption that different 'levels of courses' (see Note 8 above) should have different 'levels or grades of teacher' (see note 15 below).
- 10 Advanced Further Education (AFE) is categories of work I, II and III as in Note 8 above. Non-Advanced Further Education (NAFE) is categories of work IV & V as in Note 8 above. AFE is sometimes referred to as Local Authority Higher Education.
- 11 Most colleges conduct work directly, on behalf of, funded or subsidised by other bodies such as the MSC, individual companies, research grant awarding bodies or the FEU. While organised by the LEAs their work is rarely restricted to work wholly or exclusively funded by the LEA.
- 12 For a further discussion of these bodies see also Russell, T.J. (1981) **Curriculum control** FEU. Available from the DES Publications Despatch Centre, Honeypot Lane, Stanmore, Middlesex, HA7 1AZ.
- 13 For a further discussion of this see also Challis, Bob & Russell, Russ (1984) **The management of curriculum change**. E324, Block IV, Milton Keynes, The Open University Press.

- 14 This key document on the development of vocational training is short and study of the original is to be encouraged. Manpower Services Commission (1981). **A new training initiative: an agenda for action** MSC. Available from MSC, Moorfoot, Sheffield, S1 4PQ.
- 15 Teachers' salary scales are negotiated by the national Burnham Committee. There are four main teaching grades:

Principal Lecturer	£12519 - £15744	per annum (as at 1.4.1983)			
Senior Lecturer	£10683 - £13443	per annum	"	"	"
Lecturer II	£7215 - £11568	per annum	"	"	"
Lecturer I	£5649 - £9735	per annum	"	"	"

For the amount of work at each level the college 'earns' a specified rate of posts. For example, for the number of class hours at the grade of work given, the college gets lecturers as follows:

Grade III 10-25% Principal Lecturer + 75-90% Senior Lecturer
Grade V 0-5% Senior Lecturer + 5-25% Lecturer II
+ 70-85% Lecturer I

(See also Note 8 above.)

The effect of this is to create different salary structures within each college and, as a consequence, differing career prospects.

The conditions of work (or working conditions) in terms of office space, secretarial and library facilities etc. vary considerably from college to college but tend to be better where the general or recognised status of the courses is high.

Conditions of Service are part of the legal contract between employer and employee and refer to such things as sick leave, maternity rights, pension rights etc and are subject to certain minimum standards. The LEA associations negotiate nationally with the teachers' unions to produce a recommended set of conditions which, in effect, become legally binding minimum standards for the employee. Conditions may however be better than the agreed minima.

- 16 See also Marsh, Derek **Current provision for F/HE in Wales**. (Information Bank Paper; 1627). Blagdon, Further Education Staff College, 1981.

Appendix F

USEFUL ADDRESSES

Associated Examining Board
Wellington House
Aldershot
Hants. GU11 1BQ

British Council
10 Spring Gardens
London SW1A 2BN

**Business & Technician
Education Council**
Central House
Upper Woburn Place
London WC1H 0HH

**Her Majesty's Inspectorate
City & Guilds of London
Institute**
76 Portland Place
London W1N 4AA

**Confederation of British
Industry**
Centre Point
103 New Oxford Street
London WC1A 1DU

**Council for National
Academic Awards**
344-354 Gray's Inn Road
London WC1X 8BP

**Department of Education
and Science**
Elizabeth House
39 York Road
London SE1 7PH

Department of Employment
8 St James's Square
London
SW1Y 4JB

Engineering Industry
41 Clarendon Road
Watford, WD1 1RY

Further Education Unit
Elizabeth House
York Road
London SE1 7PH

**Further Education Staff
College**
Coombe Lodge
Blagdon
Bristol BS18 6RG

**Her Majesty's Inspectorate
of Schools**
Department of Education
and Science
39 York Road
London SE1 7Ph

**Manpower Services
Commission**
Moorfoot, The Moor
Sheffield S1 4PQ

**National Association of
Teachers in Further &
Higher Education**
Hamilton House
Mabledon Place
London WC1H 9BH

**National Foundation for
Educational Research in
England and Wales**
The Mere, Upton Park
Slough SL1 2DQ

Department of Employment
8 St James's Square
London SW1Y 4JB

Royal Society of Arts
6-8 John Adam Street
London WC2N 6EZ

The Open University
Walton Hall
Milton Keynes, MK7 6AA

Trades Union Congress
Great Russell Street
London WC1B 3LS

Appendix G

BIBLIOGRAPHY

Three brief official descriptions of FE are:

Education & Science, Department of. **The educational system of England and Wales**. London DES, August 1983. ISBN; 0-85522-120-8.

available from: Department of Education & Science, Room 2/11, Elizabeth House, York Road, London SE1 7PH.

Central Office of Information. **Education in Britain**. (Reference pamphlet; 7) London, HMSO, 7th edition, 1977. ISBN; 0-11-700808-7.

CEDEFOP. **Descriptions of vocational training systems: United Kingdom**. Berlin, CEDEFOP (European Centre for the Development of Vocational Training), 1981.

available from: CEDEFOP, Bundessallee 22, D-1000, Berlin 15, Republic of Germany.

A critical view of the system, from a quasi-official source is in:

Organisation for Economic Co-operation & Development. **Classification of educational systems. United Kingdom - England and Wales, Scotland and Northern Ireland**. Paris, OECD, 1973.

The DES felt, some years ago, that these lacked a little colour and commissioned the following:

Bristow, Adrian. **Inside the college of further education**. London, HMSO, 2nd ed., 1976. ISBN; 0-11-270331-3.

This is now itself a little out of date and can be supplemented by:

Parkes, David, L. ed. **The changing face of FE. Personal perspectives on the changes that have taken place in further education over the last decade.** Further Education Unit, 1982. ISBN; 0-85522-106-2.

available from: Department of Education & Science, Publications Despatch Centre, Honey Pot Lane, Stanmore, Middlesex.

Another review of trends is in the excellent and succinct pamphlet:

NATFHE. **Further trends in further and higher education - a discussion paper.** National Association of Teachers in Further and Higher Education, November 1983.

available from: NATFHE, Hamilton House, Mabledon Place, London WC1H 9BH.

Standard reference works are:

Cantor, Leonard M. & Roberts, I.F. **Further education in England and Wales.** London, Routledge & Kegan, Paul, 2nd revised edition, London 1972. ISBN; 0-7100-7358-5.

Cantor, Leonard M. & Roberts, I.F. **Further education today: a critical review.** London, Routledge & Kegan, Paul, 2nd revised edition, 1983. ISBN; 0-7100-9501-5.

Waitt, Ian ed. **College administration: a handbook.** London, National Association of Teachers in Further & Higher Education, May 1980. ISBN; 0-901390-30-5.

Up-to-date information can be found in the following journals:

DES Statistical Bulletin

available from: Department of Education & Science, Elizabeth House, York Road, London SE1 7PH.

Educa ISSN; 3661-11760

available from: Guildford Educational Services Limited, 164 High Street, Guildford, Surrey GU1 3HW.

NATFHE Journal ISSN; 6015-66450

available from: NATFHE, Hamilton House, Mabledon Place, London WC1H 9BH.

and also:

Manpower Services Commission

Annual reports, reviews and corporate plans of the MSC

available from: Manpower Services Commission, Moorfoot, Sheffield.

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